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ABSTRACT

Volume 5 in a five-volume portfolio of studies reflecting different facets of the concept of education for rural development comprises two studies on co-operation among development agencies. The first study, "Co-Operation among Various Development Agencies for a Co-Ordinated Approach to Education for Agricultrual and Skills Development and Employment in the Rural Areas of Pakistan," by Muhammad Afzal (Pakistan), points out that disparities among perceptions and priorities of elites and masses, low literacy levels, high drop-out rates, wastage of trained manpower, low mobility of villagers, and migration of manpower from rural areas are the major problems affecting co-operation for a co-ordinated approach to education for agriculture and skills development. Details of a multi-subject institution approach are provided. "Co-Operation between Teachers' Colleges and Up-Country Universities for Community Development," by Arun Preededilok (Thailand), comprises three studies: (1) co-operation between teachers' colleges and a university which aims at strengthening each institution through sharing of resources and specialists; (2) a project in which higher education institutions and related government offices cooperate; and (3) a rural pre-school program which aims to prepare children for school via parents and keeping children at the educational centers. (AH)

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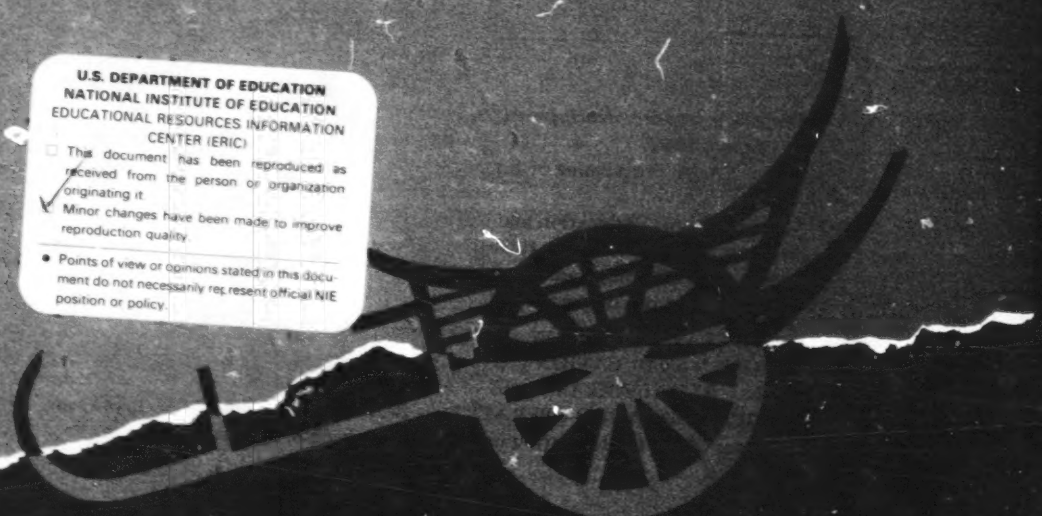

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The portfolio on "Education for rural development" consists of five volumes:

Volume 1 – Education and the rural community

Volume 2 – Education for disadvantaged women

Volume 3 – Health and nutrition education

Volume 4 – Manpower, science and technology and extension education

Volume 5 – Inter-agency and inter-institutional co-operation

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PREFACE

The developing countries of the world today, particularly in the Asian region, are passing through a critical period. Most countries are faced with the problems of growing population, recurrent food shortages, illiteracy, malnutrition, environmental pollution and economic and social disparities. There is a big gap between those living in the urban and rural areas. The rural poor, who constitute the overwhelming majority of the population, are often neglected and deprived of the benefits to which they are entitled within their own societies. Thus the majority of them are malnourished and in poor health, illiterate or with a low level of education and with low income. The picture is even more gloomy with respect to women. This unhappy situation stems from a variety of factors, psychological, cultural, social, educational, economic and political.

The plight of these impoverished men and women has been felt by all the governments and several national and international agencies. Ways and means to solve the problems have been proposed and actions taken under various kinds of projects. There is a call for priority to be placed on agrarian reform and direct aid to the rural poor and for improvisation of simple low-cost technology to increase production and improve the processing of food and the living standards of the rural poor. Attempts have also been made to extend the services of government such as health and nutrition and education services and agricultural extension services. But in most cases these services do not reach the low income and deprived groups, either because they are not aware of the services available and do not know how to make use of the services or because of other socio-economic reasons.

In the area of education there has been a shift in priorities which entails more emphasis on distribution of educational services and equality of access to education. This change is prompted not only by humanitarian concerns, but also by important political and economic considerations. Dissatisfaction with the inability of the existing education system to cope with the problem of disparities has impelled the search for alternatives to formal education. Education for rural development as a new concept in education has been introduced. It is the kind of education which covers activities where educationists, community leaders and other groups are prepared to collaborate effectively with other agencies within a broadly-conceived multi-dimensional programme of rural transformation. The focus of the activities is on the development of rural communities. Education for rural development, i.e. education linked with the programme of rural development, is provided mainly through informal and non-formal modes, while at the same time linkages are established with the formal education system. The nature of the educational programme is dictated by the "total rural development" programme, its multi-agency character and multi-pronged approach to the problems. As seen in the countries in Asia, a non-formal educational programme includes a variety of aspects of education such as health and nutrition, agriculture, general education and skills development. In some countries science and technology education in the form of extension or out-of-school education is provided as an instrument for sustained improvement of technology in rural areas. Special programmes for women and deprived groups have

also been launched to remove the socio-economic disparities between men and women as also between the privileged and underprivileged sections of the two groups.

This portfolio is a compilation of studies which reflect different facets of the concept of education for rural development. The thrust is towards improving and transforming the economic and social life of the rural poor, where the basic human services are critically important – food, nutrition, health and education.

The publication is in five volumes, each of which is preceded by an introduction which gives the summary of the volume.

The first volume describes in brief the status of rural education in five countries, India, Indonesia, Nepal, Philippines, and the Republic of Korea. Problems in rural education in the countries and ways to solve such problems are also discussed.

In the second volume, experiences of two countries, India and Thailand, in the education of disadvantaged women are presented, showing how educational programmes are planned to minimize the disparities between the advantaged and disadvantaged groups.

The third volume deals with the problems of health and nutrition education in general, and the case study of the nutrition education programme in Indonesia and a study on research findings in health education in the Philippines in particular.

Volume 4 of the publication presents three studies on three aspects of rural development. The first is manpower planning and training programmes for self-employment in rural areas. The second study discusses out-of-school science and technology for rural development, and provides examples of linkages between science activities and rural development. The third study is on extension education aiming at integrated rural development.

In the last volume of this publication, two studies on inter-agency and inter-instructional co-operation in rural development are presented, one by Pakistan and another by Thailand.

The Asian Centre of Educational Innovation for Development (ACEID) is grateful to the authors of the studies for their contributions to the preparation of this portfolio. It is published in the hope that it will be of help to teachers and administrators as well as those concerned with education in rural areas in their efforts to raise the social and economic status of the rural poor.

INTRODUCTION

One important factor affecting the success of development work is the co-operation among various agencies operating in the area. For an integrated approach to rural development where specialists in various fields are needed, co-operation among agencies becomes indispensable. Co-operation can take many forms such as sharing of experiences, sharing of human and physical resources, sharing of funds and expertise and direct assistance in the implementation of a project. The types of instruments used for promoting co-operation usually include central co-ordinating committees, ad hoc committees, task forces and personal contact. Various approaches have been use in initiating and sustaining co-operation. Although much progress has been achieved there are many problems which are still unsolved.

In this volume are two studies on co-operation among development agencies, prepared by two educators, one from Pakistan and one from Thailand. The Pakistan study is on the co-operation among development agencies for a co-ordinated approach to education for the development of agriculture and skills and for employment in the rural areas. It has been pointed out that disparities among perceptions and priorities of elites and masses, low literacy levels, high drop-out rates, wastage of trained manpower, low mobility of villagers and migration of manpower from rural areas are the major problems affecting co-operation for a co-ordinated approach to education for agriculture and skills development. In certain cases, co-operation through the use of human resources does not appear to be a workable proposition. The study cites an example of the unsuccessful involvement of school teachers in non-formal education, out-of-school education and community development. In connection with the use of resources, it has been suggested that for effective co-ordination in rural education, the multi-subject worker approach should be substituted by the multi-subject institution approach. An experiment on the approach is explained in detail. The institution is called the Pak-German Institute of Co-operative Agriculture and comprises an agricultural farm, a fish farm, a poultry farm, a dairy farm for demonstration and training, an Agricultural Extension Service, a Carpentry and Handicrafts Section, a Mechanical Section and a Tractor Operators' School. The Institute also undertakes limited research needed in the local areas and serves as a supply centre for inputs like seeds and new breeds of poultry. In the study, it is also proposed that a legal framework concerning various agencies, including local governments, be established in order to facilitate co-ordination in rural education.

Three studies are presented by Thailand on co-operation among operating agencies. The first study deals with co-operation between teachers' colleges and a university in the northeastern part of the country. The project aims at strengthening each institution through co-operation in rural development work and sharing of resources and specialists. The second study is on a rural development project in the north in which higher education institutions and related government offices co-operate. Both projects in the northeast and the north use a co-ordinating committee as an instrument for achieving co-ordination and co-operation. The scope of work in rural development is almost identical. The difference between the two projects is on the approaches used in initiating the projects. Whereas the project in the Northeast starts with the initiative of the staff of

the colleges, the impetus for action of the northern project is derived from the initiatives of the institutions concerned.

Pre-school education in the rural areas, which is the last project, aims to prepare children for school by providing training to parents and keeping children at the educational centres. A co-operating committee consisting of a physical education teacher, an elementary teacher, a kindergarten teacher, a practising nurse and health officers is appointed to carry out the project.

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CO-OPERATION AMONG VARIOUS DEVELOPMENT AGENCIES FOR A CO-ORDINATED APPROACH TO EDUCATION FOR AGRICULTURAL AND SKILLS DEVELOPMENT AND EMPLOYMENT IN THE RURAL AREAS OF PAKISTAN

by

Muhammad Afzal

Introduction

A consequence of the advancement of science and technology has been the widening of communication gaps among various areas of specialization. Such communication gaps lead to problems of co-operation and co-ordination among different agencies and are pronounced in a multi-disciplinary area like agriculture. Agricultural and occupational education can, to a measure, be oriented to bring about co-ordination in the component areas of work.

While expression of concern for co-ordination among development agencies is common, the problems of co-ordination among development agencies and affected publics have not received much attention in educational administration. Harmony between perceptions and plans of development agencies and of those for whom such agencies exist, influences co-operation and co-ordination among development agencies as well. Disparities in perceptions and goals of governments and masses might point to the inadequacy of co-ordination among development agencies and those who benefit from development.

The Fifth Five Year Plan of Pakistan (1978-83) gave "primary importance" to agriculture, which lies at the heart of rural development:

> Agriculture, employing 72.6 per cent of rural work force, lies at the centre of rural development. This is also the sector hardest hit by under-employment. Therefore, it has been accorded its due recognition and a fair deal in the overall development plan. In the first place, there will be physical additions to the cultivable area as a result of the extra water availability during the Plan period. Secondly, efforts will be directed towards water conservation and economy, drainage and reclamation, and opening up of barani (rain fed) areas. Thirdly, inputs like better varieties of seed, fertilizers, plant protection and credit will be made available on a greater scale. Fourthly, a major push will be made to widen as well as deepen the coverage of extension services. Lastly, selective mechanization will continue apace through increased availability of tractors and supply of power tillers.[1]

Similarly, a major objective of the Integrated Rural Development Programme is to increase productivity in the agriculture sector. On the other hand, it has been shown time

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Dr. Muhammad Afzal is Joint Secretary, Government of Pakistan, Ministry of Local Government and Rural Development, Pakistan.

1 Government of Pakistan, *The Fifth Five Year Plan (1978-83)*, Karachi, Printing Corporation of Pakistan, 1978, p. 1-2.

and again that the villagers do not attach highest priority to the development of agriculture. Haque and Afzal[2] found that the Union Councils (local governments for 10 villages each) gave rather low priority to agriculture while spending rural development funds; only 9.47 per cent of such funds were spent on agricultural or related projects (seed stores, improved implements, tubewells, nurseries, water course outlets, veterinary dispensaries, poultry farms, distribution of stud bulls) in Multan District in 1963-64. In the same year, the Union Councils spent only 2.12 per cent of their own income on agricultural development. Shah[3] reported that in West Pakistan in 1964-65, 10.3 per cent of the funds of the Rural Works Programme were spent on irrigation and animal husbandry. The writer,[4] in 1979, ranked villagers' priorities in the following order:

1. Education;
2. Communications;
3. Health;
4. Electricity;
5. Agriculture;
6. Water supply;
7. Irrigation;
8. Social evils; and
9. Crime.

The experimental "Pilot Project Integrating Education in Rural Development" has shown that "Suprisingly, although agriculture is the main occupation no villager mentioned any problem connected with farming'.[5] 61.72 per cent of the respondents belonged to the farming profession but none of them listed agriculture in the eight priority areas.

The disparity between the thinking and requirements of villagers or farmers and others may be due to several reasons. It may be that the villagers are engrossed more with problems of survival while the national governments have long-term objectives in view. Such disparities might also stem from the educational system which does not orient villagers towards emphasis on the development of agriculture or skills. The phenomenon of cleavages in the brief systems of elite publics and mass publics is not peculiar to developing countries -- P.E. Converse (as reported by Sellitz et. al.) concluded:

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2 Haque, Izhar-ul, and Muhammad Afzal, *Rural development plan of Multan District*, Lahore, Feroze Sons Ltd., 1964, p. 3.

3 Shah, Khalida, *West Pakistan Union Councils – Evaluation report*, Karachi, Inter-Services Press, 1965, p. 50.

4 Afzal, Muhammad, *A study of Local Finance Education as a component of rural development in Pakistan*, (Ph.D. Thesis), Ithaca, Cornell University, 1979, p. 146.

5 Pakistan, Ministry of Education, *A profile of 20 villages in the Islamabad Federal Area*, Islamabad, Experimental Pilot Project Integrating Education in Rural Development, 1978, p. 189.

One set of conclusions of the study was based on responses to attitude questions that concerned matters of public policy. In general those data indicated that mass publics and elite publics maintained belief systems that were very different.[6]

Education could lead to re-orientation of developmental priorities of villagers. Paulo Freire believes that, "Just as there is no neutrality in science so is there no neutrality in education, and the educator must choose".[7] If, therefore, the development of agriculture and skills is really a priority area for development, education as an important input should be geared to attain these specific goals.

The scenario

The educational needs in agriculture and skill development in rural areas are many and varied. Some such needs can be met through formal education at the primary, secondary and higher levels. However, formal education suffers from serious maladies.

It has been reported[8] that the literacy rate in Pakistan, according to 1977-78 statistics, was 23.7 per cent for population of five years and above. In rural areas, the literacy rate was 14.3 per cent (26.3 per cent for males and 4.7 per cent for females).

The rate of drop-outs from schools is high. Mezirow (1963) reported that, "66 per cent of pupils in Pakistan (then West Pakistan) dropped out of primary school before graduation and that vocational training was rare and poorly developed".[9] The following data of the Government of Pakistan also point to abnormal drop-out rates:[10]

Year	*Primary stage (I-IV) – million*	*Middle stage (V-VIII) – million*	*High stage (IX-X) – million*
1966-67	5.53	1.30	0.51
1967-68	5.93	1.29	0.51
1979-80	6.57	1.43	0.54

6 Clair, Sellitz, et. al, *Research methods in social relations*, New York, Holt, Rinehart & Winston, 1976, p. 27.

7 Brandit, Deborah, "Education and social change", Ontario, Kendal Hunt, 1980 in *SOUTH*, London, South Publications Ltd., Feb-March, 1981, p. 45.

8 Pakistan, Ministry of Education, *Report on the "National Workshop on Adult Education" (Dec. 2-7, 1978)*, Islamabad, Experimental Pilot Project Integrating Education in Rural Developmen , 1979, p. 1.

9 Mezirow, Jack D, *Dynamics of community development*, New York, The Scarecrow Press, Inc., 1963. p. 4.

10 Pakistan, Economic Advisers Wing, Finance Division. *Monthly economic statistics*, Vol. 5, No. 8. Islamabad, Finance Division, 1981. Table 11-12. Economic Advisers Wing.

Inter-agency and inter-institutional co-operation

For rural areas in the Federal Capital Territory of Islamabad, the Ministry of Education in a survey of 20 villages found that 36.31 per cent of school going children dropped out at the primary stage. The drop-out rate was higher for females than for males: 70.5 per cent of the girls dropped out of school before completing primary education as against 16.8 per cent of the boys. 61.6 per cent of the boys, however, dropped out after completing primary education. Only 19.4 per cent of the boys and 4.5 per cent of the girls continued up to the middle level, but most also dropped out before completing this stage.

A problem of higher education in relation to agricultural development has been the wastage of trained manpower. Mezirow reported that "Because of low salaries, a mere 12 out of the handful of 116 students graduated from the Agricultural College, Lyallpur (now Agricultural University, Faisalabad) between 1952 and 1954, joined the Punjab Agricultural Department. Forty agricultural graduates resigned from the department over the same period".[11] That might be an extreme case, but is corroborated by a recent statement of the Vice-Chancellor of the Agricultural University, Faisalabad (during the Diamond Jubilee celebrations, 1981) that graduates in agriculture are occupying positions in the judiciary, civil service, police and the army. Now that the salary structure for M.Sc. (Hons) (Agri) has been brought onto a par with graduates in engineering and medicine, the flight of agricultural graduates to unrelated fields seems to have slowed down.

The need for creating employment opportunities in rural Pakistan is all the more necessary in view of the low mobility of villagers. Despite an annual exodus of one hundred thousand people of working age from villages,[12] 75 per cent of the villagers of age 41 years or more still live in villages.[13] In the circumstances, programmes of continuing education, skill development and agricultural education should create opportunities for gainful employment in rural areas.

Linkages between formal and non-formal education

The question of linkages between formal and non-formal education points to the need for co-ordination within the educational sector at the planning and implementation stages. In the matter of co-ordination between formal and non-formal education, it is often suggested that the involvement of school teachers through village education committees or otherwise in programmes of adult education and rural community development should be secured. For instance, a proposal for defining the role of teachers in the development of rural communities suggested expansion of teachers' role "to bring out the teachers" potential for leadership and his capacity to identify and maximize the use of local resources to meet the education and developmental requirements of the community".[14] The expanded role of a teacher as educator, community animator,

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11 Mezirow, J.D., op. cit., p. 22-23.

12 Eckert Jerry, Bashir Ahmad, et. *al, An employment strategy for rural areas of* Pakistan, Islamabad, US-AID, 1973.

13 Pakistan, Ministry of *Education, A profile of 20 villages*, op. cit., p. 9.

14 Pakistan, Ministry of *Education, The role of the teacher in the development of rural* communities, Islamabad, Experimental Pilot Project Integrating Education in Rural Development, 1978, p. 33.

planner, organizer, and co-ordinator, would only dilute his attention toward qualitative improvement in school education. Nor do such shifts in the role of the school teacher appear to be practicable. It was found that the majority of the teachers (84 per cent) in the "Experimental Pilot Project Integrating Education in Rural Development" never organized adult literacy classes when required to do so.[15] Experience in the Adult Education Programme launched through the People Works Programme (1972-77) and the Rural Works Programmes (1977-date) in the Punjab is no different. Owing to absenteeism and evasiveness by school teachers, who had been trained in adult education and given honoraria, their involvement in adult education had to be abandoned.

Grounded analyses revealed several reasons for the apparent non-co-operation of school teachers in adult education work. First, a large number of teachers in rural areas have adopted a second profession and are not able to attend to their duties in the school punctually. After school hours, most of them keep busy in other gainful employment. Second, the school teachers are trained in handling children and have little background of adult or social psychology. For non-formal education of adults, different teaching methods and contents are required. The drop-outs, being of relatively poor quality, need a different orientation on the part of teacher. Third, the teaching profession is adopted as a last alternative employment. Fourth, with the present status of teachers, it is too much to expect them to undertake adult education or community development work. Fifth, the use of the teacher for out-of-school teaching would affect his efficiency as a teacher of formal education. The dissipation of his efforts would only lower the standards of education in villages. On the other hand, there is little talk about the involvement of urban school teachers in adult education or community development. This means that city boys would get more attention from the teacher, putting the rural youth at a further disadvantage. In the National Workshop on Education for Rural Development, it was noted that the "Over-crowded teaching load, non-residence in villages where they teach, low pay, low morale, and low qualifications, are the roles and functions . . . susceptible to operational impediments".[16]

In view of the foregoing and past experience spread over a century, reliance on the rural school teacher for non-formal education does not seem to be a sound proposition. Nevertheless, there are ways in which the school system could be used for out-of-school educational activities. The use of school buildings after school hours for adult education classes, discussion groups and recreational activities may well be promoted. School libraries could be strengthened for use in non-formal education. Drop-outs could be encouraged to rejoin the school even after a lapse of several years and separate classes opened for them.

The shortage of workable proposals for integrating the objectives, methods and administration of formal and non-formal education may be overcome by promoting research on the subject. A number of cross-sectional studies would be needed for determining the needs of out-of-school youth and adults in different areas. Projection of future employment patterns; sociological and political factors affecting technological

15 Pakistan, Ministry of *Education, A Profile of 20 villages*, op. cit., p. 9.

16 Pakistan, Ministry of *Education, Education for rural development; Report of a National* Workshop, Islamabad, Bureau of Educational Planning and Management, 1978, p. 12.

change in rural areas and appropriate technologies would be some areas where research is needed for locating answers to the question of integrating formal and non-formal education. At the same time, studies on the philosophy, curricula and administration of integrated educational programmes should be a continuous process. With a view to evaluating past efforts, determining contents and methods and enlisting non-government organizations, a study for the promotion of adult education through local governments has been undertaken by the Government of Pakistan in the Ministry of Local Government and Rural Development.

It is pertinent to mention the programme of Study Service Centres being organized on the initiative of the University Grants Commission of Pakistan. Students and teachers of fifteen general, agricultural and engineering universities will be collaborating with rural local government institutions to undertake research in educational, sociological, political, economic and technological problems and requirements of rural areas. The results of such studies will be made available to local governments for enhancing their knowledge about local conditions and for project formulation. The students or teachers carrying out the studies would benefit by earning academic qualifications and by acquiring new insights. In due course, the Study Service Centres might contribute to bridging cleavages between formal and non-formal education.

One area where formal and non-formal education can be dovetailed is youth work. In view of the high drop-out rate in rural schools, and the exodus of trained manpower from rural to urban areas and to foreign countries, the importance of such a programme has increased. The drop-outs in particular, who "came from poverty-stricken homes, with poor family relations and undernourished, suffered from illness, had little or no skill development",[17] could be transformed into productive assets. However, an organized youth programme for out-of-school youth is wanting. During the period 1953-61, 8,000 *Chand Tara* Clubs (Crescent Star Clubs) were organized under the Village Agricultural and Industrial Development Programme in Pakistan. In these clubs, school going and out-of-school youth were brought together to learn rural skills under a guided programme. With the abolition of the Village-AID Programme, the *Chand Tara* Clubs came to an end. Later, a voluntary organization called "Farm Guides" was started. This movement suffers from lack of resources and thrives on the support of school administrations. Inevitably, the Farm Guides comprise largely school-going children. The out-of-school youth, including drop-outs, who require attention in the matter of formal and non-formal education remain unattended.

Some efforts have also been made for the promotion of adult education through rural development programmes. The spread of these programmes is not even in different parts of the country. Such programmes suffer from many bottlenecks. Thus, the National Workshop on Adult Education judged the "failure" of the Adult Education Programmes to be due to mechanical transmission of the experiences of others, meagre resources, lack of appreication of the needs of the local community, lack of continuity, an acute shortage of a great variety of need-oriented instructional materials, and lack of co-ordination between organizations undertaking such programmes.

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17 Pakistan, Ministry of *Education, Education for rural development,* op. cit., p. 15.

Keeping in view the resource constraints, both human and material, in programmes of adult literacy, adult education or non-formal education, it may not be fair to conclude that all such programmes "failed". Apart from other factors, a co-ordinated approach to adult/non-formal education could bring about quantitative and qualitative improvements in the implementation of these programmes. One way of bringing about such co-ordination would be to use the newly established local government institutions in rural and urban areas. Local governments could provide sustained institutional and financial support and, as experience shows, would be more readily accepted than other bodies as co-ordinating agencies by those involved. In this context, it is necessary to appreciate the distinction between local governments and the Department of Local Government.

Community learning*

In programmes of formal and non-formal education, the emphasis is on learning by the individual. The individual learner is usually interested in the advancement of his personal career and strives to attain proficiency for his personal good. However, the community of which he is a part, depends upon intellectual, moral and material contributions from its constituents; unless that happens, the survival of a community may be jeopardized. It is a function of community learning to form a base for community development. In the same way as the requirements of national and local planning differ and have to be adjusted in the light of available resources and alternatives, the marriage between individual and community learning would promote the well-being of the community as well as the individual.

The nature of rural communities differs. There are communities of crop growers, vegetable growers, horticulturists, poultry farmers, dairy farmers, blacksmiths, carpenters, religious leaders and so forth. Such a classification of communities is based on special interests. Communities may also be classified on a territorial basis. In either case, an advance on the frontiers of community learning would facilitate education for development of agriculture and other skills.

The writer[18] organized a Blacksmiths' Camp in the District of Multan and found that an average blacksmith had 20 years of experience in his trade, earned more than the national average income per member of his family, had travelled very little but was willing to co-operate with fellow blacksmiths to modernize his work, and was eager to invest in training to become a mechanic for agricultural machinery in the village. During the camp, horizontal diffusion of knowledge also took place. Organization of other communities of interest could also result in meaningful and productive educational efforts for the participants.

Clientele of rural education

From the above discussion, it is concluded that there are a number of interest groups that form the clientele of formal and non-formal education in the rural areas. We may

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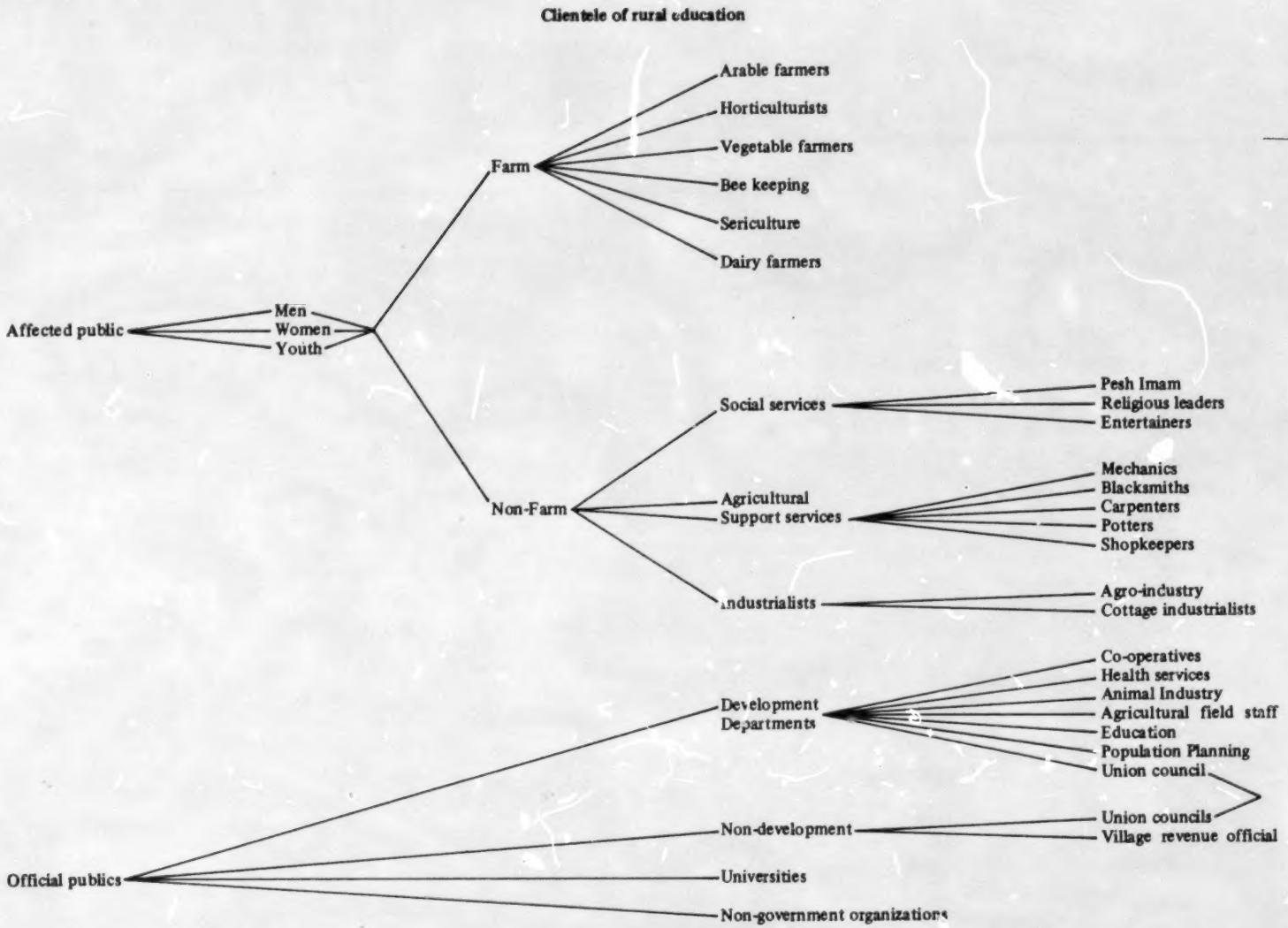
* The term used by Dr. Joan Wright, Professor of Adult Education, University of North *Carolina*, Raleigh, U.S.A.

18 Afzal, *Muhammad, Blacksmiths Camp*, Chak 5-Faiz, Multan, Pak-German Cooperative Training and Research Institute, 1967.


Clientele of rural education
Affected public
Men
Women
Youth
Farm
Arable farmers
Horticulturists
Vegetable farmers
Bee keeping
Sericulture
Dairy farmers
Non-Farm
Social services
Pesh Imam
Religious leaders
Entertainers
Agricultural
Support services
Mechanics
Blacksmiths
Carpenters
Potters
Shopkeepers
Industrialists
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Universities
Non-government organizations

use the words "rural education" in this context. There would be men, women and youth on and off the farm, who would be the affected or interested publics. In addition, there would be the official publics comprising line departments of the provincial and federal governments, and village functionaries and institutions having or likely to have a bearing on rural life. The clientele of rural education is shown in the form of a chart on page 8. In the preparation of any programme of education for the development of agriculture and skills, such interests would be covered. Of course, the contents and methods of training or education for different interests would also vary.

Co-operation and co-ordination

Problems of co-operation have engaged the attention of policy makers, administrators and researchers from time to time. The Royal Commission on Agriculture in India reported in 1928 that, "the most efficient means of effecting improvements in their (agriculturalists) condition lies ... in education and the consequent inculcation of self-respect and self-help".[19] The Commission noted almost total failure of technical departments of the Government to co-ordinate their efforts in an integrated rural policy and endorsed a broad-based approach to the inter-related facets of rural life.

The Sufi Committee in 1952 also took note of rigid departmentalization:

> In each Province, the Departments of Agriculture, Animal Husbandry, Forestry, Fisheries, Co-operation, Marketing, Industries, Health, Education, etc., are separately constituted and each one tries to make separate approach to the people. Each department maintains [its own isolated] vertical field organization ... Before we can do any useful educational work in the field of agriculture and other allied subjects, we have to rehabilitate the extension staff in the estimation of rural population.[20]

The Sufi Committee recommended a multi-subject worker approach to rural education and development. Accordingly, a Village Agricultural and Industrial Development Programme (commonly known as Village-AID) was organized in which the village worker, who received elementary training in different subject areas like agriculture, animal husbandry, health, education, adult education, group dynamics, community organization and the like, was inducted into the village as an agent of change. During an eight year period (1952-61) this programme was extended to one-third of the country and achieved a number of targets in agriculture, animal husbandry, health and sanitation, co-operation, education, and organization of women and youth. At that time, a number of development departments had not extended their extension activities to the village. The Village-AID Programme did fill the void and provided a package deal to rural education and development. However, this programme was disbanded primarily owing to the stopping of foreign assistance in 1961. One important lesson learned was that the nation-building departments refused to be co-ordinated through the functionaries of the Village-AID Programme. Later, under the Rural Works Programme (1961-72), the nation-building departments expressed their reluctance to be co-ordinated through the District

19 Mezirow, J.D., op. cit., p. 22-23.

20 Mezirow, J.D., op. cit., p. 50.

Deputy Commissioner who was the chairman of the District Council. An effort was made to bring about co-ordination among the various development departments in the districts through the Peoples Works Programme (1972-77), under which one member of the National Assembly or the Provincial Assembly was appointed as Chairman of a Peoples District Council. This arrangement was of an ad-hoc nature and had political overtones. Therefore, it did not achieve optimum results.

It is apparent that the functionaries of government departments at the village, district or upper levels do not want to be co-ordinated through another official, howsoever prestigous his status and howsoever definite his authority. In spite of all these lessons, the Integrated Rural Development Programme envisaged co-ordination of development departments at the sub-district level through a functionary of the *Markaz* – a rural centre comprising about 60 villages. As expected, the Integrated Rural Development Programme ran into difficulties as soon as it was created.

There is a history of supremacy of the civil service over representatives in local areas, so much so that under the *Panchayat* System introduced in 1939, an elected member could not assume office unless his election was confirmed by the District Deputy Commissioner. In the Basic Democracies System (1959-71), the District Deputy Commissioner was the Chairman of the otherwise elected council and acted as the controlling authority in several matters. With the introduction of a fully representative local government system in Pakistan in 1979*, for the first time in her 33-year history bureaucratic control over local affairs is giving way; the power of supervision over agricultural extension work has been transferred to the district councils. The Chairmen of these councils now chair the District Agricultural Advisory Committees. The rural local governments have also been involved in the distribution of inputs like tractors, seeds and fertilizers, location of villages for electrification, and distribution of rationed foodstuffs. In the education sector, local governments have been made responsible for the maintenance of village school buildings, which is, in fact, a restoration of the functions performed by local government institutions sixteen years earlier. During these years, huge public expenditure went into the construction and maintenance of schools with attendant wastage.

While there is a discernible tendency on the part of different departments like Agriculture, Livestock and Dairy Development, Health, Co-operation, Education, and Population Planning, to surrender their financial and functional authority and responsibility in favour of local government insitutions, resistance to such efforts, though covert, by departments like Police and Revenue has been reported.

The foregoing in intended to show that co-ordination between the paid staff of government departments and the elected representatives of the people at different levels is a practical possibility. This possibility must be utilized for promoting goodwill and co-operation among government departments on the one hand, and among government departments and representative bodies on the other.

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* The Local Government System in Pakistan is composed of 51,390 elected local councillors in 76 District/Zila/Agency Councils, 3,656 Union Councils (each in 10 villages), 110 Municipal Committees, 373 Town Committees and 10 Metropolitan and Municipal Corporations.

There are some advantages in accepting rural local government institutions as co-ordinating agencies. In fact, some departments have used this facility during the last century despite the quasi-representative character of local institutions in the past. For instance, the Departments of Animal Husbandry (now called Livestock and Dairy Development Department) and Health assigned their officers at the district level to the erstwhile district boards (now called *Zila*/district councils) for operational purposes. As a result, generation after generation of members of district boards were educated in the principles and practices of public health and animal science. Substantial allocations were made in the annual budgets of district boards for the development of veterinary facilities, construction and maintenance of dispensaries and hospitals, as well as for public health education. On the other hand, departments like Agriculture and Co-operation resisted efforts to dovetail their operations with the district boards/councils, resulting in the neglect of agriculture by representative bodies. It may be noted that only 2 to 3 per cent of the income of district councils in the country is spent on agriculture. A consequence of the distance maintained by the Agriculture Department from the local institutions in the past is that the field officials of that department are not so well accepted by communities. A study of 20 villages in the Federal Area of Islamabad showed that, "The agricultural field assistants rarely try to gain local support for developmental activities".[21] Only 1.05 per cent of the respondents in the study stated that agricultural field assistants organized villagers to do group work for rural development. However, the past trend appears to be changing: the Agriculture Department has transferred a measure of responsibility for overseeing and monitoring field activities to rural local governments.

A problem area in the matter of co-operation lies in the field of education. Before 1964, the management of rural primary schools, including middle schools, was the responsibility of district boards. Under the Primary Education Act of 1964, primary education was taken over by the provincial government. This step was taken on a demand by the teachers and its endorsement by their supervisors. At that time, the primary school teachers argued that their services in the district boards were not pensionable and transfer of their service to government would better their conditions of service. However, at about the same time, the services of all the employees of local governments, whether in the administrative, engineering or health cadres, were made pensionable. The Local Government Re-Organization Committee in the Punjab Province (1972)[22] recommended the re-transfer of primary education to local governments. The efforts of the recently inducted local government institutions have been frustrated by unions of teachers and the responsibility for primary education has not been transferred to the local bodies yet, although the urban local governments are still charged with this responsibility. The argument now put forward by the teachers is that vested political interests in the local government institutions would affect the administration of educational services in rural areas.

Supporters of the views held by teachers in Pakistan could be found in other societies. In the United States, for instance, the controversy over whether school districts

21 *A Profile of 20 villages*, op. cit., p. 61.

22 Government of Punjab *(Pakistan), Report of the Local Government Re-Organization* Committee, Lahore, Local Government Department, 1972.

should or should not be responsible to local governments is an old one. In the view of Campbell, the school districts "have enjoyed distinction primarily out of public disdain for associating anything as fundamental as education with the supposed muck and mire of practical politics. Corruption, graft and cynicism are assumed to be trade marks of practical politics at all levels, and while they may be tolerable to people in some areas of public life, they are not acceptable when attached to shaping the training of immature minds of the publics' progeny".[23] As opposed to Campbell, there are others like Edwards (quoted by Campbell) who emphasize that "in order to effectuate the purposes of their (local governments') creation it is obvious that Municipal Corporations must be granted considerable powers (over schools) of a legislative and regulatory nature".[23] In any case, school boards in the United States enjoy considerable autonomy with respect to management of their fiscal affairs, as well as in the selection of citizens to serve on the local school boards, and are equated with local authorities by agencies like the US Statistical Bureau and others.

Within Pakistan, a diarchy prevails in school administration. In urban areas, where more than one-third of the population live, primary education is still the responsibility of municipal bodies under the law as well as in fact. There has been no demand from the teachers or the education departments to transfer this responsibility out of municipal control. However, in the case of rural areas, arguments have been built in favour of retaining the primary schools under a department of the Provincial Government. The past 16 years' experience has made it abundantly clear that the maintenance of schools and the supply of school equipment and educational materials was faster, more certain and less expensive when controlled by the local communities. This situation also generated considerable voluntary effort. Nor did the exclusion of local councillors from the administrative affairs of rural schools improve efficiency. In fact, there were enough checks and balances within the elected framework that harassment of teachers could seldom go unnoticed. On the other hand, the closed and centralized system of school administration through civil servants has been accused of mal-practices, for instance, the teachers and supervisors often form syndicates to serve their mutual interests. In view of the contrasting positions of teachers' associations and local government institutions, there may be some compromise in the matter of making rural schools accountable to the affected people. What appears to be certain is that the status-quo can hardly be maintained.

The model

Local government institutions are not the sole determinants of public participation in developmental, judicial, administrative or co-ordinative matters. To broaden the base of participation and to develop a focus on rural education, which is one of the several functions of local governments, some institutional arrangements are required.

The days of a multi-subject worker who acted as a friend, philosopher and guide, planner and doer of rural education, community development or extension education are gone. Discussion about the theory of the multi-subject worker approach appears to

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23 Campbell, Ronald F., et. al. *The organization and control of American schools.* Columbus, Ohio, Charles E. Merrill Publishing Company, 1970.

be beside the point in the present context, when most of the departments of government have extended their extension arms to the village through sub-district, district, divisional and provincial levels. Accordingly, one finds a Field Assistant of the Department of Agriculture, Stock Assistant of the Livestock and Dairy Development Department, a Secretary/Rural Development Worker of the Union Council, Sub-Inspector for co-operative education and organization, a Population Planning Officer and Motivator, malaria eradication staff, a Health Inspector, and an Assistant District Inspector of Schools all working in manageable groups of villages. Specialization now demands that the work of all these functionaries no longer be performed by a single multi-subject agent of change; nor can the school teacher be loaded with multifarious responsibilities and compelled to cover the everwider spectrum of non-formal education, in addition to his own duties as a school teacher.

The solution to problems of co-operation and co-ordination among different government departments and representative institutions should lie in the creation of multi-subject institutions in which the various development departments are represented. Such institutions could be dispersed over the countryside and managed by governing boards, on which local government institutions as well as departments of government could be represented. Even non-governmental organizations can be brought into the fold of such institutions. The financing of such institutions should be the joint responsibility of line departments of government and rural local governments, namely, district councils and the union councils.

An experiment with a multi-subject rural educational institution has been tried, first under the aegis of the Department of Agriculture and later under the Co-operation Department, at Chak 5-Faiz in Multan District of Punjab Province.[24] This institution was established in 1959 with the technical assistance of the government of the Federal Republic of Germany and was called the Pak-German Training and Research Institute. In 1969, it was re-named the Pak-German Institute of Co-operative Agriculture. Under the agreement, the German assistance to this project has come to an end, but the 21-year-old project has already rendered useful service in the cause of education for the development of agriculture and skills in an area of about 40 villages.

The Pak-German Institute of Co-operative Agriculture comprises an agricultural farm of 75 acres, a fish farm, a poultry farm and a dairy farm for demonstration and training; an agricultural extension service; a carpentry and handicrafts section for upgrading the skills of village carpenters; a mechanical section for the training of tubewell and tractor mechanics, blacksmiths, turners and others required in villages; a Tractor Operators' School for training in tractor driving and maintenance. The Institute also undertakes limited research needed in the local area and serves as a supply centre for inputs like seeds produced at its farm and new breeds of poultry. In due course, this Institute has become a place where farmers come at their convenience and seek guidance from specialists who are available round the clock. For the specialists, the problems of residence and education of their wards have been solved and there are ample opportunities for cross-fertilization of ideas and for updating their knowledge. If this

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24 Afzal, *Muhammad, Pak-German Cooperative Training and Research Institute, Multan; annual* report, Bahawalpur, West Pakistan Government Printing Press, *1969*, p. 2-17.

Institute is dovetailed with representative local institutions in the area and opened to departments not yet represented in it, its role as a multi-subject agent of change could be developed further. Such institutions would also have the possibility of being self-financing – a laudable objective for educational planners.

It would be profitable to encourage non-government organizations and co-operatives to undertake education for agriculture and skills development in the rural areas. There should be no inhibitions like the fear of overlapping of functions in so far as educational activity is concerned. The task is so big and its scope so extensive that a pluralistic approach to the spread of education for the development of agriculture and skills should be an important ingredient of public policy.

The above suggestions would require co-ordination among the various agencies concerned, which could be achieved without resort to additional legal measures. It would be helpful, however, if the creation and maintenance of multi-subject institutions as proposed, and promotion of education through non-government organizations, co-operatives or others is facilitated by law. That would ensure continuity of effort. Even in a country like the United States, an Adult Education Act was passed in 1972 and a Rural Development Act was passed in the same year. The Board of Co-operative Education Services in New York State has similar protection. It would be beneficial if the objectives of rural education are decided by a representative legislature. The setting of objectives for such far-reaching programmes by the executive or the bureaucracy has always been spasmodic: there may be as many objectives of adult education, rural development, agricultural education, and skill development programmes as there are involved organizations. Decisions by a legislature on inter-sectoral or inter-departmental issues could also help in delineating the areas of responsibility of line departments as well as those of the public bodies, and institutionalizing public participation in education for development.

Summary

While issues concerning co-operation among development agencies for a co-ordinated approach to education for development of agriculture and skills has received some attention of responsible agencies, problems of co-ordination between development agencies and affected publics have not received due emphasis. Disparities among perceptions and priorities of elites and masses, low literacy levels, high drop-out rates, wastage of trained manpower, low mobility of villagers, and the exodus of manpower from rural areas are some of the problems effecting co-operation for a co-ordinated approach to rural education.

A grounded analysis suggests that involvement of school teachers in non-formal, out-of-school education or community development does not appear to be a workable proposition in a developing country. However, the physical infrastructure of rural schools and school libraries could be utilized for non-formal education, and drop-outs be encouraged to re-join schools, where separate classes could be organized, if necessary. The programme of Study Service Centres and youth work for co-ordination between formal and non-formal education deserve consideration. It would be useful to conduct research in problems of co-ordination between formal and non-formal education. Some problems for research have been suggested.

In the light of various interests involved in individual and community learning, the clientele of rural education would comprise affected and official publics, and has been tabulated.

The use of local government as co-ordinators among development agencies and the public has certain advantages. For co-ordination in rural education, it has been suggested that the multi-subject worker approach should be replaced by the multi-subject institution approach. An experiment with a multi-subject institution (in an incipient stage) has been explained as a model. A pluralistic system of rural education could maximize resource mobilization. It has been proposed that a legal framework covering various agencies, including local governments, would facilitate the task of co-ordination in rural education.

CO-OPERATION BETWEEN TEACHERS' COLLEGES AND UP-COUNTRY UNIVERSITIES FOR COMMUNITY DEVELOPMENT

by

Arun Prededilok

Introduction

At present, the gap between urban and rural communities in Thailand is very wide. The rural community is very poor, lacking educational and economic opportunities, modern technology and the political voice to rectify the situation. Communication and transportation have brought about rapid changes to rural communities – so rapid, in fact, that the people have not been able to accommodate them. This is a dangerous period for the rural people and in turn a dangerous period for the development of the country as a whole.

The government realizes that if it wants to develop the country, it must develop the rural areas too. The government has declared it a policy that various government agencies should set up projects to provide technical services to the rural people to improve their way of life. The government is supporting those agencies which are engaged in rural development, encouraging them to expand their work.

The important factor in developing the country is the people themselves. They must originate change. Rural development depends on their potential. Therefore, the government must provide them with education and develop their attitudes, capabilities and sense of responsibility.

Most developing countries have poorly-educated rural populations. This has been a major factor in the failure of these countries to meet their development goals. Lacking resources, however, developing countries have been hard put to provide their people with essential education. A way out of this dilemma is clearly of utmost importance.

During the past decade, government and private agencies have been keenly aware of the conditions and problems of the rural areas. They have instigated many development projects. The impetus for some of these projects has come entirely from central agencies with little or no consultation with the local population. Other projects, however, have tried to enlist the co-operation and support of the people in a attempt to make the best possible use of limited resources.

Institutes of higher education in the provinces, belonging to the government, are supposed to co-operate in rural development efforts. The main function of these institutions is to provide education to improve the living conditions of the population. Teachers' colleges, as institutes producing teachers for schools, universities as institutes producing professional people, and other institutes responsible for providing education for the people must co-operate effectively in this effort.

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The necessity for co-operation among higher institutions

Conditions and problems. Before mentioning the necessity for co-operation of higher education in the rural areas for the development effort, it is necessary to gain insight into the conditions and problems of the rural areas and the institutions of higher education in these areas.

1. *Institutional Problems*

   a) The institutes have not understood the real problem of the communities they are responsible for;

   b) University personnel do not realize that an important function of their institutions is to aid in rural development;

   c) University faculties are poorly co-ordinated;

   d) The role of institutions of higher education in the area of academic service to the community has not been accepted by the higher authorities. Therefore, there is no clearcut policy concerning these matters. The institutions lack the money and morale that would encourage their personnel to contribute their efforts in this area;

   e) The institutions do not adequately emphasize community service. Consequently there are no plans, objectives, or projects in this area;

   f) The budget to support this effort is not fixed and clear as it is in other areas;

   g) There are some limitations in the rules and regulations, which do not motivate and interest personnel. Community work is not, for example, counted as academic work; and

   h) Rural institutions, including teachers' colleges, are short of specialists in many fields to promote rural development efficiently.

2. *Rural problems*

There are many problems in the rural areas. Only those problems directly concerning education are mentioned here, problems which the institutions of higher education might be able to solve.

   a) Rural people are generally poorly-educated;

   b) They lack able local leaders;

   c) They lack technical know-how in making use of local resources;

   d) They lack resource centres to help solve local problems; and

   e) They lack an understanding of the importance and means of co-operation.

Inter-agency and inter-institutional co-operation

3. *Universities*

The universities have plenty of resources, well qualified personnel in most fields and adequate technology, but they lack experience in dealing with the rural areas, especially providing educational services to the community. The universities have responsibilities in providing educational services to such a great number of people that they are unable to really penetrate the rural areas. In addition, some branches in the university lack fully qualified personnel and cannot, therefore, serve the needs of the whole rural area.

Teachers' Colleges

The personnel in these institutions have experience in working in rural areas, especially through the Teacher Training For Rural Development Project, in progress now for over 25 years. In addition, they participate in Educational Services Projects, in-service training for rural teachers, and adult education in various forms. Teachers' colleges are scattered all over the country and each has responsibility for only two provinces. They are represented in every community, especially through in-service teachers. But teachers' colleges lack resources and competent personnel in many different fields, including educational technology.

The need for co-operation. 1. The universities have well qualified personnel in many different fields, but they are unable to offer training in all fields related to rural development. Teacher training colleges, however, could in many cases make up for this deficiency. Co-operation between these institutions would enable them to train personnel for the colleges and the rural areas.

2. No budget has as yet been allocated to institutions of higher learning to provide academic services to the community or to support them in their role in rural development. Co-operation would increase the chances for obtaining the necessary funding.

3. The qualifications of the teachers in teachers' colleges are not yet up to par. Since these colleges have now begun a Bachelors' Degree programme, there is a great need for co-operation with the universities in order to upgrade their personnel in special areas that are needed in rural development programmes.

4. Teachers in teachers' colleges are often trained in educational fields and therefore they lack knowledge in some special areas needed in rural development. The universities possess facilities and personnel to train teachers in these needed subjects.

5. The areas under the responsibility of the universities are too great for them to carry out a competent educational service to the community. The Teachers' colleges can serve as a base for the universities to carry out these services, because these institutions are scattered all over the country. The teachers' colleges, in turn, will adapt these educational services into a suitable program and pass them on to the community.

6. These two institutions have the same kind of responsibility and duties.

7. Co-operation would ensure the most efficient use of existing manpower and resources.

8. Co-operation in community service and research will help to strengthen academic competency and will also help to upgrade the academic standards in both types of institutions.

9. It will save on resources and budget.

10. The data and experience obtained through co-operation will help in improving the curriculum and course content in order to produce suitable personnel for each different rural community.

Procedure. There are two methods of co-operation between the two types of higher education institutions in the field of rural development.

The first method involves official initiation by the Central Government and co-ordination through the Ministries and Departments. The responsible offices plan the process and give out orders to the different institutions to co-operate. This kind of initiation will involve laws and regulations and will be officially supported. There would be budgets to support the project and responsible offices to take care of the project. There would be about 4 committees set up:

1. National Policy Committee;
2. Steering Committee in each institution;
3. Co-ordinating Committee between institutions; and
4. Operational Committee.

Advantages:

1. There will be set procedures and regulations;
2. There will be budgets to support the program as a part of the national plan; and
3. Government agencies will be responsible for seeing that the work is actually done.

Disadvantages:

1. It will be very hard, if not impossible, to get started;
2. Negotiation on higher levels will be very difficult because, without enough data, it will be hard to convince the high administrators of the need for co-operation;
3. Rules and regulations might have to be changed and this is extremely difficult; and
4. If personnel are not carefully chosen the whole project might fail.

Inter-agency and inter-institutional co-operation

In the second method, the impetus comes from the operational level. Co-operation is not officially started. The initiative stems from the need of the higher institutions to co-operate to solve common problems and shared responsibilities. The two institutions may come together out of necessity because of problems such as lack of qualified personnel, experience or equipment. After they have co-operated successfully the government may accept such efforts as policy. Three committees would implement such a policy:

1. Steering committee;
2. Co-ordinating committee; and
3. Operational committee.

Advantages:

1. The project can be initiated and started as soon as co-operation has begun;
2. Co-operation stems from the same need and the same idea;
3. It is an initiative which will lead to a permanent and better change.

Disadvantages:

1. The duration of the project depends on the interest and the determination of the leader of the group or the administrator. If the administrator agrees, the project will be successful, if not – or there is a change in the administrator – the whole project might come to an end;
2. There are no set procedures or regulations to support the project;
3. Since it is not a central government policy, there will be no budget to support the project in its beginning stages; and
4. There might not be good enough co-ordination, therefore, problems might arise from both inside and outside the institution. For example, there may be a lack of co-operation between personnel from the institution and members of the community.

Sample cases of the procedure

Co-operation between institutions of higher education in the Northeast for rural development. Although the National Plan for Education of 1977 called for educational reformation, the government lacked the funds to carry out such a programme. It was decided, therefore, that various departments should, wherever possible, find ways of implementing the plan without requiring too much time or money. The Department of Teacher Education felt that one practical approach would be a system of co-operation between the institutions of higher education in different areas, with the provincial universities providing academic services to other institutions in their regions. This programme would begin at the teacher training colleges, eventually branching out to other institutions.

With this in mind, the Department of Teacher Education organized its college into groups by area. The Northeastern group of colleges was the first to act by approaching Khon Khaen University. A programme was begun in late February 1979 with meetings to exchange ideas between administrators from both organizations. When the idea of co-operation was accepted, Khonkhaen University formed a committee consisting of representatives from the two organizations. Since the program was only in its preliminary stage, the committee on the university side was made up only of members of the Faculty of Education – this faculty being responsible for teacher training and education.

Details of the Programme: 1. *Title*

Co-operation Between Khonkhaen University and the Teachers' Colleges of the Northeast.

2. *Principles and rationale*

Because the university and teachers' colleges share the same duties in the same local areas, they will co-operate on an equal basis in terms of leadership, work, and responsibility. Co-operation between these institutions will only serve to strengthen them.

3. *Objectives*

a) To strengthen each institution by sharing resources and specialists, by co-operating in projects and activities in order to improve the lot of the people of the Northeast who reside within the area of responsibility of these institutions; and

b) To produce personnel suitable to the needs of the community; to do research to be applied to solving community problems; to provide services to the community; to help preserve the culture of the country.

4. *Principal co-operative projects*

a) To upgrade the quality of the personnel in both the university and the teachers' colleges;

b) To provide materials and innovative technology;

c) To develop the system of teacher education;

d) To provide educational services to the community;

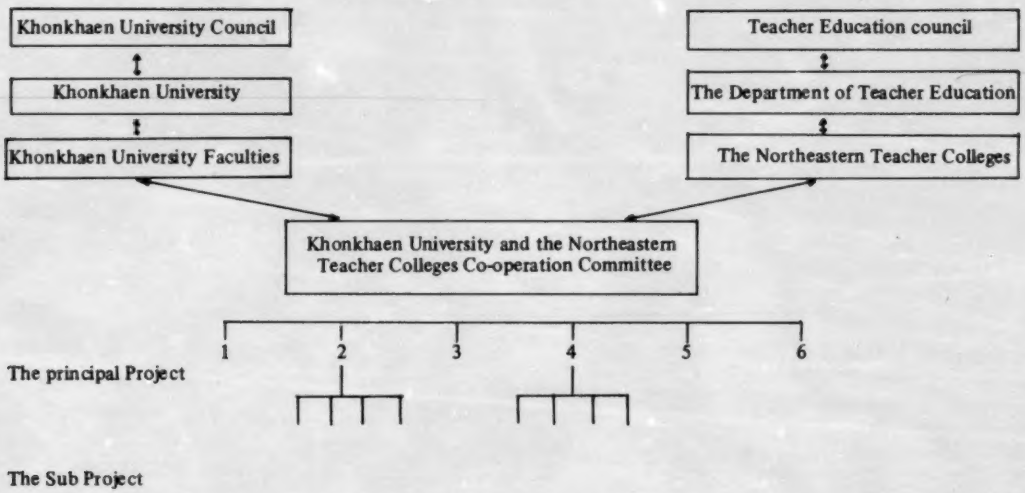
e) To do research for the development of the Northeast; and

f) To preserve and promote Northeastern culture.

5. *Co-ordinating system*

a) The co-ordinating system was set up using existing institutional structures in order to provide economy and flexibility.

b) The above system was set up as follows:



c) The duties of the Co-operation Committee are as follows:

i) To set the policy;

ii) To plan the project;

iii) Selection of projects and activities to receive financial assistance;

iv) Co-ordination; and

v) Evaluation.

d) The Co-operation Project Committee consists of the following:

i) Chairman: alternating every 2 years between the Director-General of the Department of Teacher Education and the Rector of KhonKhaen University;

ii) The working committees are the 8 presidents of the Northeastern group of teachers' colleges and the deans from each faculty in Khonkhaen University; and

iii) Advisers will be invited as necessary. The secretarial office will be at the Faculty of Education, Khonkhaen University.

Co-operation between institutions of higher education in the North for rural development. The rationale, objectives and scope of the co-operation are the same as in the Northeastern Project. The differences are:

1. It is clearly stated that it is for rural development; and
2. The Co-operation Committee will include not only Chiengmai University and the Northern Group of Teachers' Colleges, but also the Institute of Agricultural Technology at Mae Jo, the Institute of Technology and Vocational Education as well as other governmental offices such as The Division for Rural Development as shown on the following chart.

Summary

The two programmes described are based on the same principles and rationale. Therefore, the scope of work in rural development is almost identical, the small differences depending on the location and the limitations of the co-operating institutions.

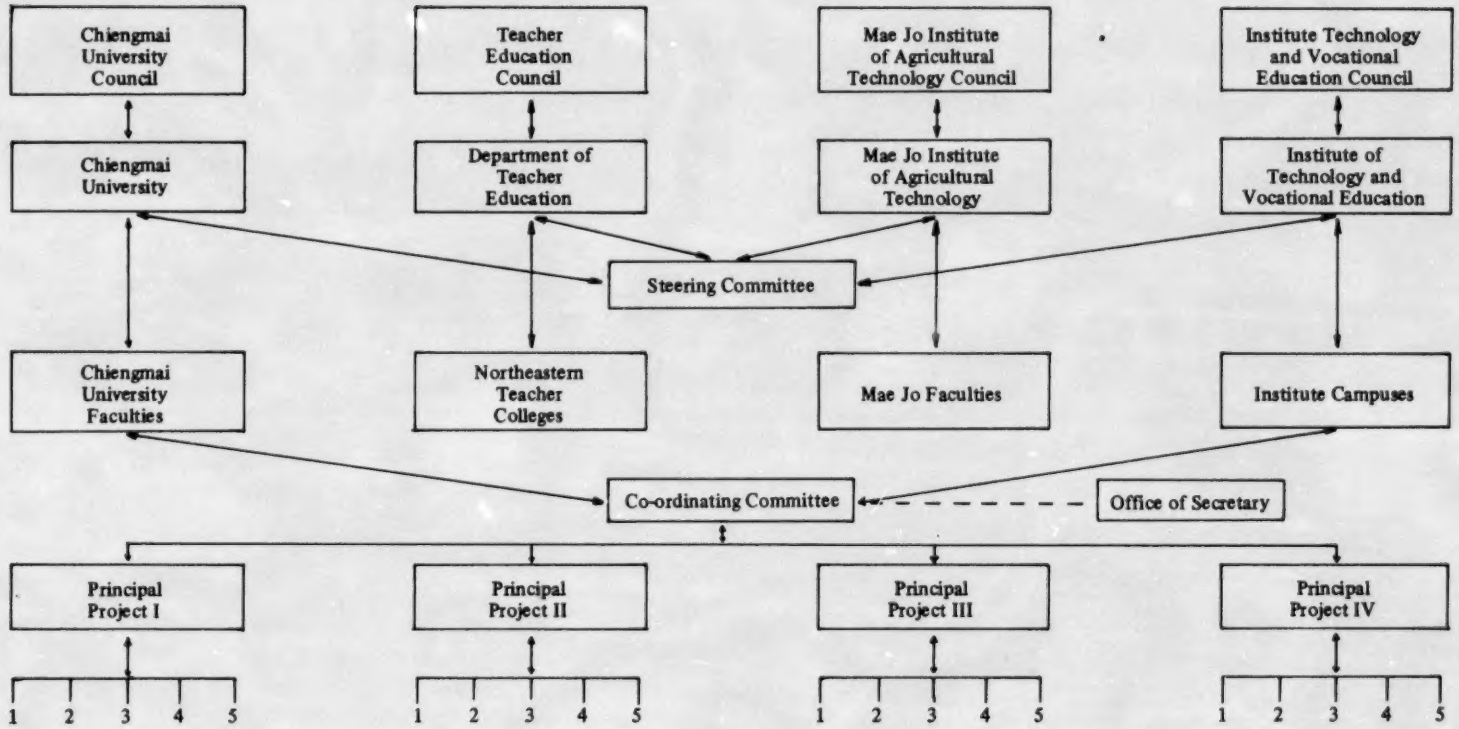
As to procedure and structure, the difference between the two programmes is that in the Northeast the impetus for action came from the staff level whereas in the North an agreement was first reached between all parties concerned – including the institutions' administrations.

Both programmes have their advantages and disadvantages. In either case, it is essential that there be understanding between the various parties concerned. Participants must see the necessity and benefits of the programme. If every level understands what is to be done and what is happening, success will be quicker and easier. If a project expects to receive government support, the government must be made to understand its objectives and benefits.

Scope of co-operation in distributing academic knowledge to rural areas

The scope of co-operation among the higher education institutes is as follows.

Upgrading of personnel. Personnel in teachers' colleges in some fields need to be upgraded in order to be able to effectively carry out their academic duties to the community. Programmes to carry this out are being set up at the universities, in co-operation with the teachers' colleges. If, for example, there is not enough personnel in the universities, the teachers' colleges may send some of their personnel to help.


Chiengmai University Council
Teacher Education Council
Mae Jo Institute of Agricultural Technology Council
Institute Technology and Vocational Education Council
Chiengmai University
Department of Teacher Education
Mae Jo Institute of Agricultural Technology
Institute of Technology and Vocational Education
Steering Committee
Chiengmai University Faculties
Northeastern Teacher Colleges
Mae Jo Faculties
Institute Campuses
Co-ordinating Committee
Office of Secretary
Principal Project I
Principal Project II
Principal Project III
Principal Project IV
1 2 3 4 5
1 2 3 4 5
1 2 3 4 5
1 2 3 4 5

There are many methods of co-operation:

a) Exchanging professors;

b) Short training courses;

c) Short diploma and certificate courses;

d) Graduate courses; and

e) Seminar projects.

Material assistance and educational technology. The universities are well equipped in materials and educational technology and these are available for use by the teachers' colleges. Universities can in turn make use of teacher training faculties as well. Mutual assistance takes several forms:

a) Exchanging educational materials;

b) Texts and lecture notes;

c) Exchange of information about new methods of technology;

d) Exchanging and upgrading personnel in the fields of educational technology and innovative teaching; and

e) Co-operation in research, the production of materials, and the introduction of educational technology.

The advancement of the teacher education system. There needs to be a study of exactly what the rural communities need from the teacher training system. There needs to be a review of how many teacher training students to accept and on what basis to ensure they will actually become rural teachers. Improvement is needed in curriculum, methods of teaching and learning, and in-service training. The status of teachers must be raised.

The following plans and projects have been formulated to meet these needs:

a) The fixing of the number of students to be accepted;

b) Improvement of the student selection method;

c) Improvement of practice teaching;

d) Upgrading teacher qualifications;

e) Modification of teacher training curriculum; and

f) Follow-up on teacher training graduates.

Research for rural development. This refers to the gathering of data and the establishment of a data base in the rural areas which the university will maintain and make use of.

Inter-agency and inter-institutional co-operation

The research projects for rural development are as follows:

a) Training and development of researchers;

b) Exchange of researchers;

c) Exchange of research tools;

d) Co-operation in research on special subjects;

e) Exchange of research reports;

f) Symposia on the results of research;

g) Establishment of data and research centres;

h) Development of a system for collecting and filing data.

Providing services to the rural community. Universities and colleges are capable of effective co-operation. The following projects have already been formulated:

a) Educational and vocational counselling services;

b) Packaged adult education services;

c) Provision of technical information to the community;

d) Developing skills in chicken raising;

e) Vocational services to the community;

f) Soil testing services;

g) Practical training for women in rural areas;

h) Education for pre-school children in rural areas;

i) Community college project;

j) Adolescence development in rural areas; and

k) Village development project.

Introducing knowledge into the community

The introduction of knowledge into the community on the provincial level is the duty of many offices which are connected to the rural development programme. Therefore, co-operation is essential to get this work done effectively. The procedures should be as follows:

1. The establishment of committees on two levels.

   a) Directing committee, consisting of the governor, administrators of the institutions concerned (such as the head of the agriculture department, head of the development department).

b) Working group committee consisting of the people responsible for the project as well as the council of the district, village development committee, and district agricultural officer.

2. Methods of introducing knowledge into the community, including both formal and non-formal education.

   a) In their normal operations, institutions should attempt to instil in their charges a feeling that they are community leaders – agents of change. This can be accomplished through in-service training, pre-service training or short courses. These are indirect methods with results apparent only in the long term.

   b) Informal education could take various forms:

      i) Technical services;

      ii) Student teaching;

      iii) Use of local and outside experts; and

      iv) Use of mass media.

Sample cases of technical services

Mahasarakam Teachers' College

1. Providing technical assistance for projects instituted at the suggestion of His Majesty the King. (The promotion of soya beans, pineapples, silk worm cultivation);
2. Nutrition and nursery center;
3. Dissemination of nutritional information through demonstrations and written materials;
4. Co-operation with other offices in the province to set up special training programmes; and
5. Establishment of a centre for the promotion of culture.

Nakornrachasima Teachers' College

1. Village College Project (through Radio Thailand, Nakornrachasima);
2. Packaged adult education;
3. Rural teacher training (to interested members); and
4. Technical assistance in the fields of science and mathematics.

The Faculty of Agriculture (Chiengmai University)

1. Cultivation methods for agriculturists: Agricultural Department;

Inter-agency and inter-institutional co-operation

2. Training of agriculturists: Crop Department;
3. Training for village teachers in the consumption of food prepared from beans: Agricultural Production Department;
4. Training fruit tree agriculturists: Agricultural Department;
5. Training those concerned with credit unions: Agricultural Department;
6. Training in the use of insecticides: Agricultural Department;
7. Training in poultry cultivation: Agricultural Department;
8. Establishment of village libraries and the provision of education for agriculturists: Agricultural Department;
9. Soil testing: Soil Science Department; and
10. Fish breeding project: Zoology Department.

Nursing Faculty

1. Dissemination of technical information to the community;
2. Practical training for women in rural areas;
3. Adolecsent development in rural areas;
4. Village development; and
5. Training teachers who double as nurses.

The Faculty of Humanities and Sociology (KhonKhaen University)

1. Summer English Programme;
2. Training adolescents as co-ordinators and librarians of the libraries in the Northeast; and
3. Project for children and adolescents.

The Faculty of Education

1. Vocational and counselling services for high school students;
2. Training in measurement and evaluation for in-service elementary and secondary teachers in the Northeast;
3. In-service training in teaching aids;
4. In-service training in teaching the methodology of social studies in elementary schools; and
5. In-service training in setting up back corners and selecting books for children.

Pre-school education in rural areas (The Northeast Program)

Principles and rationale. Pre-school children in the rural area are often neglected, especially in their preparation for attending elementary school. This may be because of ignorance and the parents' lack of time, or perhaps because the parents fail to see the importance of such preparation. When the children are of age, they are not ready for school. When this happens the teachers must spend much time training the children for school and this has an adverse effect on the teaching in elementary schools. There is, therefore, a great need for the Institute of Higher Education to set up pre-school education centres in villages to prepare these children for schools. Khonkhaen University in co-operation with the Northeastern teachers' colleges, was the first to respond to the need.

Objectives

1. To set up pre-school education centres;
2. To train parents about the raising of young children;
3. To help prepare children for school; and
4. To act as a co-ordinating centre between institutions or between other governmental offices connected with the preparation of children for school.

Expected outcome. Forty children will be trained annually per centre. Advice on raising children will be provided to at least 3,500 families per year.

Procedure

1. Centres are established in the rural areas of provinces in which a teachers' college or university is situated.
2. Officials are present on Saturdays and Sundays from 9:00 – 11:30.
3. Playgrounds and playthings for children are provided.
4. Activities are arranged.
5. Learning aids are provided to prepare the children for schooling.
6. Testing tools on the readiness of the children's physical reactions are provided.
7. Pamphlets about children are provided.
8. Cumulative records for the children are provided.

Stages of Procedure: Preparatory stage. A committee is established to prepare the project. The committee can be divided into one or more sections, where appropriate. The committee consists of a physical education teacher, an elementary teacher, a kindergarten teacher, and a practicing nurse from Khonkhaen University and the Northeastern Group of Teachers' Colleges, officers of the health office, and teachers from the kindergarten school in the province.

Working stage. The committee proceeds as follows:

1. Prepares questionnaires about children in rural areas;
2. Selects the site for setting up the centre for preparing the children;
3. Classifies materials to be used;
4. Selects the sub-committee groups to be responsible for the different areas;
5. Prepares schedule and operational systems; and
6. Prepares student records for pre-school children.

Evaluation of the project. a) Observations of the committee; and b) testing the students.

Progression of the project. After the first year of the project the committee extended the project for another two years in order to set up more than 30 centres in the Northeast. The responsible committees are:

1. The Education Department, Khonkhaen University;
2. The Northeastern Teachers' Colleges;
3. Provincial kindergartens in the Northeast; and
4. Provincial public health stations.

The first stage will take 1 year, working only on Saturdays and Sundays from 9:00 – 11:30.

Suggestion for similar projects

1. The universities and teachers' colleges co-operate in order to become resource centers for their areas.
2. The government should make it a policy for these co-operating institutions to be responsible for educational development of their communities, especially in upgrading teachers in elementary and secondary schools or other institutions. In addition, they should carry out research for the improvement of education in rural areas.
3. Administrators on every level should accept the role of the educational institutions in community development. Budgets should be granted to support their programmes.
4. Co-operating institutions should be equal partners.
5. Community development plans should be formulated and carried out in accordance with the long and short-term economic and social plans of the nation.

6. A public relations office of the co-operation programme should be set up in order to promote good understanding between all parties concerned.

7. Feasibility studies should be carried out to determine whether complete co-operation among institutions of higher education can be accomplished. If so, laws should be promulgated to support it.

8. The co-operation should not only be between the teachers' colleges and the universities but should also be extended to cover other colleges in the same area as well.

9. Besides co-operation between universities and teachers' colleges, there should be small scale co-operation between other educational institutes in the same area in order to make the best use of manpower and resources.

APEID PUBLICATIONS
RELATING TO EDUCATION FOR RURAL DEVELOPMENT

1. *Science in basic functional education; links with real-life situations; report of a Technical Working Group Meeting. 1975**
2. *Education for rural development; report of a Preparatory Meeting. 1976**
3. *Managing education for rural development; report of an Advanced-Level Workshop. 1977**
4. *Education for rural development; report of a Preparatory Meeting. 1977**
5. *Exploring new directions in teacher education; re-orienting teacher education for rural development; studies. 1977*
6. *Preparing teachers for education in rural development, a handbook; report of a Study Group. 1977*
7. *Work and learning; final report of a Joint Operational Study. 1978**
8. *Administering education for rural development; report of an Advanced-Level Workshop. 1979**
9. *Development of productive skills; report of a Sub-Regional Workshop. 1979*
10. *Linking science education to the rural environment—some experiences; report of a Mobile Field Operational Seminar. 1980*
11. *Linking science education to real-life; report of a Sub-Regional Workshop. 1980*
12. *Education and rural development planning; report of a Regional Seminar. 1981*
13. *Proceedings and recommendations of a Finalization Meeting on Joint Innovative Projects on: Meeting the Educational Needs of Young People Without Schooling or With Incomplete Schooling,* and *Integrating Subject Areas in Primary Education Curriculum. 1982*
14. *A set of self-learning and instructional modules in science*
15. *Science for all; report of a Planning Group Meeting. 1982*

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* Out of stock

The Asian Programme of Educational Innovation for Development (APEID) has as its primary goal to contribute to the building of national capabilities for undertaking educational innovations linked to the problems of national development, thereby improving the quality of life of the people in the Member States.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through over one hundred national centres which they have associated for this purpose with APEID.

The 21 countries in Asia and the Pacific participating in APEID are: Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Singapore, Socialist Republic of Viet Nam, Sri Lanka and Thailand.

Each country has set up a National Development Group (NDG) to identify and support educational innovations for development within the country and facilitate exchange between countries.

The Asian Centre of Educational Innovation for Development (ACEID), an integral part of the Unesco Regional Office for Education in Asia and the Pacific in Bangkok, co-ordinates the activities under APEID and assists the Associated Centres (AC) in carrying them out.

The eight programme areas under which the APEID activities are organized during the third cycle (1982-1986) are:

1. Universalization of education: access to education at first level by both formal and non-formal means;
2. Education for promotion of scientific and technological competence and creativity;
3. Education and work;
4. Education and rural development;
5. Education and urban development;
6. Educational technology with stress on mass media and low-cost instructional materials;
7. Professional support services and training of educational personnel;
8. Co-operative studies, reflections and research related to educational development and future orientations.